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GENERAL

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MODESTO URBAN AREA

GENERAL PLAN

Amended December, 1965

Modesto City Planning Commission

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GENERAL PLAN GOALS

These goals are the basic foundation of the Plan. All other elements of the Plan are intended to further the attainment of the goals.

- To create attractive, safe and convenient residential areas with good and adequate housing and community facilities.
- To prevent and eliminate physical deterioration in residential and non-residential districts in the Urban Area.
- To enhance the Modesto Urban Area's position as a regional center of commerce, administration, industry, service and culture.
- To avoid the wasteful and inefficient sprawl of urban uses into the rich agricultural land surrounding the Urban Area.
- To provide the opportunity for each individual in the Urban Area to participate fully in all phases of community life by:

Encouraging a diversified economic base for maximum employment. Encouraging the development of housing of varying type, location, cost and size for all persons without regard to race, religion or national origin. Encouraging educational programs and cultural facilities to give expression to the interests and needs of the community.

GENERAL PLAN PRINCIPLES

ALL COMMERCIAL AREAS

Commercial areas should be allocated in relation to actual need to avoid spotty development and unsoundly based speculation in land prices.

Related and compatible commercial uses should be grouped together into compact and properly located centers to maximize shopper convenience, to reduce traffic congestion and to preserve and stabilize land values.

The Central Business District - (CBD)

The CBD should remain the focal point of the Urban Area's commercial, financial, administrative, and cultural activity. ●Intense, concentrated, downtown uses should be limited to the core area of the CBD to provide a strong, identifiable center. ●High density residential development should be located close to the core area. ●An attractive appearance and pleasant surroundings in the CBD should be a guiding element influencing public and private actions concerning downtown's physical change, with strong attention directed to the rehabilitation or removal of unsafe buildings.

Shopping Centers

Neighborhood centers should provide goods and services of a "convenience" nature, designed to meet daily needs. ●Community centers should provide a wide range of "convenience" goods and services as well as some "comparison" or "shopping" goods and services.

Freeway Commercial Areas

Freeway commercial areas should provide goods and services to meet the needs of the freeway user. ●Freeway commercial development near interchanges should be designed so as to avoid obstruction of freeway approaches by encroachment of buildings, traffic congestion or advertising signs. ●Freeway commercial areas should be developed so as to protect nearby residential property from any incompatible characteristics generated by the commercial uses.

General Commercial Areas

Existing commercial strips, as shown on the amended General Plan map, should be retained to accommodate the various retail and service uses that are required in the Urban Area but are not ordinarily located in shopping centers. ●Redesign of general commercial development should be encouraged to improve its appearance and to make the most efficient use of the available land.

RESIDENTIAL AREAS

The residential areas of the City have been separated into 44 "neighborhoods" or "residential planning units" for purposes of identification, ease of projection of public facility needs and recognition of existing social and physical patterns. The following principles apply uniformly to guide development of all residential areas in the community.

Basic principles of good design, as affected by public and private influences, should be fostered in all residential areas. ●Residential areas should develop only where and when adequate facilities and services can be provided to serve them economically.

Residential areas should be kept free of activities that produce excessive noise, dirt, odor or heavy traffic. ●Residential areas should provide a range of housing type, size and cost to meet the needs of the wide variety of family types making up the Modesto Urban Area population. ●Residential reserves are shown as logical extensions of the urban development pattern, but should not be developed until existing residential areas approach full development.

INDUSTRIAL AREAS

Additional study of industrial land requirements is needed. No change is proposed at this time in the portions of the adopted Plan concerning industrial land use. The plan was based on:

A density of 10 to 15 workers per net industrial acre to determine amount.

●Relationships with other land uses, proximity to adequate utility and transportation systems and existing industrial development to determine location.

SCHOOLS

Schools should be located so as to permit safe, direct access to the maximum number of attending students. ●School sites should be relatively free from such disturbing factors as heavy traffic, excessive noise, offensive odors, and incompatible land uses. ●Schools should contribute, through their location and design, to the identities of the respective residential planning areas they serve.

PARKS

The park system should contain a sufficient diversity of areas and facilities to serve effectively the recreation and open space needs of the varied characteristics and interests found in the Urban Area's population. ●Parks should enhance, preserve and provide public access to the natural waterways that constitute a unique and valuable recreational, visual, and topographic resource in the Urban Area. ●Parks should contribute through their location, design and use to the identities of the respective residential planning areas they serve. ●Maximum benefit from public investment in schools and parks should be sought by joint acquisition and utilization of combined elementary school-neighborhood park and high school-community park sites.

LIBRARIES

The main library should be a key element of the cultural, administrative, and financial center of the Urban Area. ●Branch libraries should be uniformly located throughout the Urban Area to serve each community in a pattern providing convenient access to the residents of the communities served.

FIRE STATIONS

Fire station locations in the Modesto Urban Area should provide the optimum degree of security against fire loss balanced by the cost of service and the cost of fire insurance.

CIRCULATION

Transportation facilities should be designed to meet the demands of land use, and should contribute to the long-range stabilization of land use patterns. ●Distinct types of streets and highways should be developed to provide for the various traffic movements in the Urban Area. These trafficways should form an inter-related system. ●The circulation system should assure that pedestrian and vehicular traffic are separated to provide for the maximum mutual safety and convenience of each.

GENERAL PLAN DESCRIPTION

LAND USES

The Plan divides land uses into three broad categories - residential, commercial and industrial. The amounts of land devoted to these uses and their distribution will have much to do with determining the kind of environment that will develop in the Modesto Urban Area. To realize the goals set by the Plan, the land use pattern must be efficient, appropriate to the social and physical needs of the community and related to adjacent areas and uses. Major land uses are discussed below. The reader should keep in mind that although they are discussed separately, they should be viewed as part of a total, integrated design.

Residential Areas

For every two people living in the Modesto Urban Area today, five will live here in about 30 years. The area's 80,000 residents will grow to 200,000.

Provision of safe, convenient and attractive residential areas for all persons living in the Modesto Urban Area is one of the Plan's stated goals. To accomplish this, the Plan must concern itself with the distribution and density of the population.

The mechanics of planning for the residential environment are based on the Plan's proposed 44 "neighborhoods" or "residential planning units." They are illustrated on the Amended General Plan map. These units are a modification of the neighborhood pattern shown on the original General Plan. Their boundaries have been adjusted to reflect population changes and consequent changed service area radii.

To achieve desirable residential districts, the Modesto Urban Area's residential planning units should be guided by the following principles:

Basic principles of good design, as affected by public and private influences, should be fostered in all residential areas. ●Residential areas should develop only where and when adequate facilities and services can be provided to serve them economically. ●Residential areas should be kept free of activities that produce excessive noise, dirt, odor or heavy traffic. ●Residential areas should provide a range of housing type, size and cost to meet the needs of the wide variety of family types making up the Modesto Urban Area population.

In the years ahead, public and private forces must be brought to focus on the Urban Area's residential districts in a three pronged effort to make the above principles bear fruit:

- A. These principles should regulate all new residential developments.
- B. There are neighborhoods in the Urban Area lacking many or all of the desirable residential qualities. Without conscious and sweeping efforts to improve conditions in these clearly substandard areas, the entire community can look forward only to ever worsening conditions in them. They will not improve spontaneously.
- C. Many residential parts of the city that are considered desirable at present are not immune to gradual deterioration. Preventative conservation steps should be taken in the immediate future to assure the continued stability of these areas.

An objective evaluation of the planning program in the Modesto Urban Area since adoption of the 1959 General Plan must show that major attention and attendant positive results have been oriented to new development. Existing residential areas have not shared equally in the benefits of governmental concern and action. The result has been that bad areas have grown worse and satisfactory areas have become less satisfactory. In one area near the Central Business District during the period from 1950 to 1960 the number of deteriorating and dilapidated housing units rose from 238 to 341, while the total number of dwellings decreased from 1228 to 1092. This meant the percentage of substandard units climbed from 19.4% to 31.2%. In another close-in district of almost 500 homes, the number of deteriorating and dilapidated residential units exactly doubled, from 21 to 42, during the same time period.

Continued failure to work actively to maintain and preserve existing residential areas will find the Urban Area with an ever-growing, ever-deteriorating central area ringed by an outer tier of bright and shiny new subdivisions, which in turn will tarnish and be replaced with newer models further out.

Providing a good residential environment for everyone living in Modesto is important for humanitarian reasons. Furthermore, tax revenues, municipal service costs and the city's overall economic well being are related directly to the quality of its living areas.

Much of the action needed to improve these areas will cost a lot of money. The community cannot afford not to make this expenditure, however.

Population Density and Distribution

Among the key public contributions to the quality of residential areas are the provision of adequate schools and parks and the designation of sufficient amounts of properly located land for development of neighborhood shopping facilities. Schools, parks, commercial development all represent major expenditures and should be planned and programmed well in advance of need.

A knowledge of the approximate number of people who will occupy a residential planning unit is essential to the accurate allocation of neighborhood facilities. A major purpose of projecting population densities for the planning units is to aid in the planning for these facilities.

In Modesto, assuming that sanitary sewer eventually will be available to the entire Urban Area, natural limitations on the land's holding capacity are practically nonexistent. In developed areas, densities are more related to the building and subdivision characteristics of the real estate market at the time of development than to anything else. In projecting density patterns for developing areas, the Plan has, for the most part, used existing and apparently satisfactory densities as a guide. Generally, the number of persons per net residential acre in the Amended Plan is somewhat lower than had been estimated in the 1959 Plan. This partially results from the fact that almost all single-family residential subdivisions that have developed in the past five years have done so at lot sizes considerably above the minimum 6000 square feet. Another factor lowering the projected densities is the piecemeal parceling for small farm operations that has taken place in the past and will prevent or hinder efficient residential land subdivision in a number of parts of the Urban Area in the future.

Accuracy is difficult to attain in estimating population change for relatively small areas for periods in excess of five years. As an example, the Plan estimates that average family size will grow from the present figure of 3.0 to 3.3. This apparently minor adjustment will mean a difference of 18,500 persons at the ultimate development of the Urban Area.

By analyzing subdivision practices, amounts of multi-family development, and trends in average family size, the Plan estimates a likely and desirable population density for each neighborhood. These densities are shown in the neighborhood analysis table. In summary they show:

- Low Density - less than 20 persons per net residential acre for
37 neighborhoods
- Medium Density - 21-25 persons per net residential acre for
6 neighborhoods
- High Density - more than 25 persons per net residential acre
for 1 neighborhood

Within the rather uniform low and medium low density proposals of the Plan, there should be encouraged a variety of structural types to meet the housing needs. These may include conventional single-family homes, duplexes, attached row housing, patio house clusters, multi-story apartments, or combinations of these. The important aspect to strive for is the maintaining of the average density designated for the whole neighborhood.

In the context of the proposed densities there have been developing nationally, and to a beginning extent locally, new concepts in residential patterns. Of particular interest are cluster type developments in which lot sizes are greatly reduced with a subsequent inclusion of large commonly owned open and recreation areas.

Policies to guide the location of higher density residential uses within the neighborhoods follow:

1. Apartments should be located on or have immediate access to major streets.

2. High density residential uses generally should be located near other centers of activity such as local shopping centers. This proximity permits joint use of major access routes and places a greater number of persons at a convenient distance to the shopping facilities.
3. Planned unit residential development in which other than single-family houses are proposed should be integrated into conventional single-family areas provided the overall densities of the planned developments are in keeping with the neighborhood density as designated in the General Plan.

Commercial Areas

Modesto's commercial areas provide goods and services to people in portions of a four-county trading area. Protection and optimum utilization of this commercial resource is important, because commerce is a key generator of jobs, a major tax producing source and an attractor of dollars from outside the Urban Area. Properly arranged and distributed, the area's commercial land and activity will bring another of the Plan's goals closer to reality -- the enhancement of the Urban Area's position as a regional center.

The following principles should guide the development of commercial areas:

1. Commercial areas should be allocated in relation to actual need to avoid spotty development and unsoundly based speculation in land prices.
2. Related and compatible commercial uses should be grouped together into compact and properly located centers to maximize shopper convenience, to reduce traffic congestion and to preserve and stabilize land values.

Four types of commercial areas are discussed in the General Plan. These are: The Central Business District, shopping centers, general commercial areas and freeway commercial areas.

The CBD

The key to the commercial vitality of the Modesto Urban Area is the Central Business District. The wide diversification of retail, financial, service, professional, governmental and administrative facilities, all located in one central area, strengthen the community's regional significance. Adding to the CBD's importance is the enormous public and private investment it represents in terms of buildings, streets and utilities.

As the Urban Area grows, the CBD also will grow. Its share of the retail sales and service dollar may not increase in proportion to overall retail trade growth for the total community, however. This tapering off of the retail growth rate will be attributable, in large part, to the location of new retail facilities closer to their respective market areas as residential areas develop further from the center of the city. Nevertheless, retail trade still will be an important element in the downtown picture, particularly for shoppers from

outlying parts of the large trading area, for downtown workers and for specialized establishments requiring a broad market for their support.

Coupled with the expected slower rate of retail growth, there should be a rise in the importance of the CBD's function in the administrative, professional and financial fields. Recent and planned CBD construction bears out this emphasis.

Location of a new auditorium in or adjacent to the CBD also should have a positive effect on the downtown future.

The following principles should guide the development of the CBD:

The CBD should remain the focal point of the Urban Area's commercial, financial, administrative, and cultural activity. ●Intense, concentrated downtown uses should be limited to the core area of the CBD to provide a strong, identifiable center. ●High density residential development should be located close to the core area. ●An attractive appearance and pleasant surroundings in the CBD should be a guiding element influencing public and private actions concerning downtown's physical change, with strong attention directed to the rehabilitation or removal of unsafe buildings.

Shopping Centers

Commercial areas have developed to serve the shopping needs of Modesto residents in various parts of the City. In years past these facilities were established independently, sometimes informally clustered together to form "centers" but more often in scattered or lineal patterns. In more recent years, local shopping needs have been met by planned shopping centers in which a supermarket, a drug store, a dry cleaner and perhaps a variety store and similar businesses are grouped together by design to share a common parking area and usually occupy land under a single ownership.

The Plan proposes the following principles to guide shopping center development:

1. Neighborhood centers should provide goods and services of a "convenience" nature, designed to meet daily needs.
2. Community centers should provide a wide range of "convenience" goods and services as well as some "comparison" or "shopping" goods and services.

General Commercial Areas

"General Commercial" is the term applied to those commercial activities that function as well or better outside the CBD or shopping centers. Among these are auto sales and servicing, warehousing, wholesaling, commercial services and various kinds of specialized retailing.

Two basic general commercial patterns are found in the Modesto Urban Area: A peripheral district around the CBD and strip patterns along certain major streets.

A conflict exists on commercially developed major streets between their function as traffic carriers and their use as access to places of business. To avoid this conflict, future development along major streets should be limited to non-commercial uses. The Plan recognizes, however, that a considerable amount of commercial activity exists in strip development despite the inherent obstacles of such location. In Modesto there is, in fact, a significant portion of the neighborhood and community shopping function, as well as the general commercial function, filled by strip establishments. Important existing commercial strips are shown in the Plan.

Freeway Commercial Areas

Highways 99, 132 and 108, bisecting the urban area, exercise important physical and economic effects on the community. Provision of facilities oriented to the travelers' needs is to the mutual benefit of the freeway user and the local economy. Key locations for freeway commercial areas are determined by visibility and easy access to through travelers. The following principles should guide development of freeway commercial areas:

1. Freeway commercial areas should provide goods and services to meet the needs of the freeway user.
2. Freeway commercial development near interchanges should be designed so as to avoid obstruction of freeway approaches by encroachment of buildings, traffic congestion or advertising signs.
3. Freeway commercial areas should be developed so as to protect nearby residential property from any incompatible characteristics generated by the commercial uses.

Industrial Land

Additional study of industrial land requirements is needed. No change is proposed at this time in the portions of the adopted Plan concerning industrial land use. The Plan was based on:

1. A density of 10 to 15 workers per net industrial acre to determine amount.
2. Relationships with other land uses, proximity to adequate utility and transportation systems and existing industrial development to determine location.

Land Use Totals

The following table contains the totals for all land uses proposed for the General Plan area. For a neighborhood breakdown of land use totals see table entitled "Proposed General Plan Neighborhood Characteristics" found on the back side of the enclosed General Plan map.

PROPOSED FUTURE LAND USE TOTALS

<u>Land Uses</u>	<u>Acres</u>	<u>Percent of Total</u>
Residential	11,416	50.1
Commercial	1,283	5.6
Public Facility	504	2.2
Parks	1,294	5.7
Schools	907	4.0
Streets and Alleys	4,339	19.1
Industrial	2,000	8.8
Airport	400	1.8
Modesto State Hospital	215	0.9
Freeways	400	1.8
PLANNING AREA TOTAL	22,758 (35.6 sq. mi.)	100.0%

PUBLIC FACILITIES

The Modesto Urban Area has many good quality public facilities -- a handsome, modern City Hall; Modesto Junior College; an adequate airport; good schools; a number of well designed parks. It lacks some important facilities, however, and is deficient in others. As Modesto grows, attention must be directed toward provision of additional public facilities to keep pace with area growth, and expansion and maintenance of existing public facilities as required.

Schools

The basic neighborhood public facilities are parks and elementary schools. Since adoption of the 1959 General Plan the City and the Modesto City Schools have undertaken to acquire park and school sites adjacent to one another in order to permit these facilities to complement one another and to effect the economy of a smaller necessary land acquisition. At local request a bill related to this policy was introduced into the 1964 session of the state legislature by this district's assemblyman. The bill was adopted and permits a single local agency (schools or city) to purchase the total land needed for school and park site. The new statute will make for further economy by eliminating costs of severance damages. This joint use policy for parks and schools should be continued.

Elementary Schools

In locating new park-school sites the service radius of the school has been the basic determinant. In developing areas the Plan projects K-6 pupil generation at the average of one pupil per dwelling unit. This is in line with state averages for newly developing areas and with actual experience in recently developed local areas.

Residential planning units, as proposed, average close to 5,000 persons and 1,300 occupied dwelling units each. The Modesto Board of Education has made it its policy to limit elementary school size to 16 graded classrooms of 30 pupils each, plus two kindergarten classes of about 35 each. This means a school enrollment of about 550 pupils. In cases of significant cyclical pupil increases, relocatable classrooms are used at some elementary schools. For planning purposes it can be said that elementary school enrollments may range from 500 to 700 pupils.

A summary of the above facts shows:

K-6 pupils per dwelling unit in developing areas -----	1
Average dwelling units per neighborhood -----	1,300
Pupils per elementary school -----	500-700

Simple mathematics would indicate an average need for about two schools per neighborhood under these circumstances. Actually, though, the school need fluctuates. A number of factors act to reduce the need.

- A. The one pupil per dwelling figure is for new neighborhoods often occupied initially by couples with children in the K-6 age range. Local experience has shown that in many areas families live in one house for a long enough time that the impact of the neighborhood's children on the elementary school decreases as children grow older and are not replaced by more elementary school age children. This leaves the neighborhood school with a static or diminishing enrollment.
- B. Development trends in the Modesto area have not been so explosive that an entire neighborhood has even been built up in the short period of a year or two, to exert its maximum pupil generating potential.
- C. A number of subdivisions have been built, and others are coming, in which the move-in cost is great enough to require upper middle income status. Many families who reach this level do not do so until their children's ages exceed the K-6 range.
- D. To accommodate fluctuating pupil loads, enrollment districts can be adjusted. To the extent possible, K-6 pupils should be within walking distance of their school, but in cases of overcrowding in newer areas, pupils can be, and often are, bussed to schools in other areas where adequate classroom space is available.

The elementary school projections reflect the basic planning unit capacity and pupil generation, modified by the above factors. The result is an estimated need for an additional 31 elementary schools in the Urban Area to bring the total to 57. (This is a 119% increase in schools during an estimated 152% increase in population).

Junior High and High Schools

Schools at junior high and high school level will be needed to match the growth of the community. Eight junior high schools are shown on the Plan.

Three of these are existing, and three have specific sites either secured or under final negotiation. The increase in the number of junior high schools is commensurate with the anticipated urban area population growth.

High school projections are not made on the basis of the Amended General Plan area, because the Modesto High School District covers a significantly larger area. Existing high school sites and the recently chosen site for the next new high school are shown on the Plan. One additional site is shown in the vicinity of Carpenter Road and Maze Boulevard, since it appears that as the West Side develops, there clearly will be need for another high school in that area. A detailed locational study for further high school sites should be made in the near future.

Principles to guide school planning follow:

1. Schools should be located so as to permit safe, direct access to the maximum number of attending students.
2. School sites should be relatively free from such disturbing factors as heavy traffic, excessive noise, offensive odors, and incompatible land uses.
3. Schools should contribute, through their location and design, to the identities of the respective residential planning areas they serve.

Neighborhood Parks

Under the adopted General Plan, neighborhood park acreage and distribution have been determined by three criteria:

1. There should be 2 acres of neighborhood park for each 1000 population.
2. Neighborhood parks should have a service radius of 1/2 to 3/4 mile.
3. Neighborhood parks should be located next to elementary schools.

Only seven neighborhoods (about 22%) in the adopted Plan show 2 elementary schools. The rest propose only one.

The Amended Plan in which the Urban Area and the neighborhood boundaries have been adjusted, proposed 14 two-school neighborhoods -- one neighborhood out of three.

In applying the adopted General Plan standards, the average park site acquired next to an elementary school has been close to 6 acres in size. This has been on the general basis of one such facility per neighborhood, serving about 5,000 persons.

The Amended Plan, in proposing a number of smaller neighborhoods and an increase in the number of two-school neighborhoods, reflects the changes that have occurred in average family composition. The neighborhoods also come closer to an average size of 5,000 persons in the new Plan than in the existing Plan.

The Amended Plan proposes slight modifications to the neighborhood park standards. These changes take into consideration the desirability of the school-park relationship, the increase in smaller neighborhoods and the importance of the distribution of neighborhood parks as close to each residential area as possible. The proposed standards follow:

1. There should be 2 acres of neighborhood park for each 1000 population.
2. Neighborhood parks should have a service radius of no more than 1/2 mile.
3. There should be a neighborhood park of not less than 4 usable acres adjacent to each elementary school.

A summary of the Plan's neighborhood park proposals, based on the above standards shows the following:

1. Fifty-seven neighborhood parks (44 of which are connected to a school).
2. 254 acres of actual neighborhood park.
3. 474 acres in neighborhood park use, counting 5 acres in this category from each school adjacent to a neighborhood park.
4. An average ratio of neighborhood park acres to population of 2.3/1000, using the 474 acres figure.
5. No appreciable residential areas more than 1/2 mile from a neighborhood park facility.
6. Four neighborhoods without neighborhood parks, but convenient to community parks.
7. Sixteen neighborhoods with two neighborhood parks each.

Reduction of neighborhood parks to a minimum size of four usable acres when adjacent to a school permits a park at each school while remaining basically within the 2 acres/1000 standard. A 4-acre park, when carefully laid out and especially when jointly planned with a school for optimum combined use of facilities, can provide an adequate park unit. The slight loss in facilities by the somewhat smaller park size is compensated by a pattern of distribution which puts more parks closer to more persons.

Community and Area Parks

No change is proposed in the locational standards for community parks. They remain as follows:

1. One acre of community park for each 1,000 population.
2. A one to one and one-half mile service area for each community park.

Application of these standards results in:

1. Ten community parks.

2. 174 acres of community parks.
3. A ratio of community park acres to population of .86/1,000.
4. Almost uniform inclusion of all residential areas within one and one-half miles of a community park.

As a matter of practice, community parks should be located adjacent to high schools wherever possible to secure maximum benefit from joint use of facilities and because both uses have similar location and circulation requirements.

Twenty acres has been established as a size desirable for community parks so that the range of improvements -- tennis courts, large open areas, playfields, picnic grounds, neighborhood park uses, and so on -- may be accommodated. Community parks, like community shopping centers, should serve both community needs and the neighborhood needs of the areas immediately around them.

A further level of needed recreation land is the area park. An area park should provide special recreational uses such as golf courses, stadiums, outdoor theaters, riding and hiking trails, day camping, and land left in its natural state for nature study purposes. In addition, the area parks in and around Modesto should enhance and provide ample public access to natural waterways which constitute a unique and highly valuable recreational, visual, and topographic resource in the valley noted for its hot, dry summers and its flat terrain.

The adopted General Plan standards for area parks were:

1. One acre of area park for 1,000 population.
2. Service radii of $1\frac{1}{2}$ to 2 miles for area parks.

No change is proposed in the population/acres ratio although the proposal recommends considerably more area park acreage than necessary to meet that standard. The same was true of the adopted General Plan.

It is proposed, however, that the service radius be revised from $1\frac{1}{2}$ - 2 miles to 4 miles. This adjustment is to take into account the planned location of the area parks along Dry Creek and the Tuolumne River, capitalizing on the natural assets of the waterways. The locations are fairly central with good vehicular access at a number of points. Much of the population to be served is considerably out of a 2-mile range of the facilities, however. Inasmuch as these recreation areas are designed for regional needs and will contain recreation attractions not duplicated elsewhere in the urban area, it can be expected that the pedestrian traffic to them will be only a small proportion of the total. The increase in service radius is justified by the advantages of waterfront siting and the reasoning that the desirable natural features of these park sites outweigh the added 1 to 2 mile drive for persons residing in outlying residential areas.

The Dry Creek Area Park begins at Kewin Park, proceeds along the south bank of the Creek to the Brighton Avenue extension where it continues on both sides of the Creek to the eastern edge of the Urban Area. (Additional acreage is shown outside the Urban Area.)

An area park also is proposed along the north side of the Tuolumne River starting at a point near an extension of Grimes Avenue and going all the way to the Municipal Golf Course at Tuolumne Boulevard and the Freeway. This area includes both golf courses, the driving range, Del Webb Field, the sanitary land fill site and the sewage treatment plant with its percolation and oxidation ponds. The fill site is well suited for ultimate recreation use. The pond areas have a recreation potential if the City eventually goes to a remote site for treatment of industrial wastes. The 20-acre Bellenita Community Park adjoins this area park.

A third area park starts at the Freeway and continues along the north bank of the Tuolumne to the eastern edge of the Urban Area (and beyond). This area includes the low lying orchards between the river and Morton Boulevard and ties in with Beard Brook Park on the north. These orchards are in the flood plain and are not suitable for significant structural improvements. They do, however, provide desirable permanent open space close to the City's center. The river frontage portion of the park includes existing Legion Park and considerable publicly owned land at the airport.

The ratio of proposed area park to population is 5.1/1000. Of the approximately 1000 acres of area park shown on the Plan, however, a great deal is in specialized recreation uses, such as the golf courses and the ball park, and in uses or ownership patterns that will prevent its utilization for park purposes for many years to come.

Fire Stations

The basic guides for establishing standards for fire station distribution are established by the National Board of Fire Underwriters. They are technical and in considerable detail and have been revised since adoption of the General Plan. They can be generalized as follows:

STANDARD FIRE STATION SERVICE RADII

High Value Commercial Areas -----	1 mile
High Density Residential Areas -----	1.5 miles
Single-Family Residential Areas -----	2 miles

The proposed fire stations are based on these new standards and are the result of the Planning Department-Fire Department Fire Station Location Plan approved by the Planning Commission in May, 1963. The locations differ slightly from that plan, because this proposal is for the entire Urban Area, as opposed to only the city limits.

Additional facilities may be required to serve future development in the outlying northeast and northwest areas, but recommendations for these should await a more specific development pattern.

Potential Sewer Service

The Urban Area shown in the Plan includes considerable land that cannot presently be served by sanitary sewer.

Much inter-agency and inter-governmental study remains to be done before the complex technical and financial details of a major expansion of sewer service

can be resolved. Toward this end the City has recently received from its consultant an in-depth study of wastes treatment and disposal. This study defines the unique area problem of seasonally fluctuating peaks of waste generated by the food processing industry, and proposes separation of domestic and industrial wastes and remote disposal of the industrial input. An initial cost of \$3,800,000 is estimated to construct treatment and disposal facilities to meet projected regional domestic and industrial demands.

A further consultant study, sponsored by the City and the County, is under way to propose the design and financing methods for a major expansion of the collection system.

Libraries

It is recommended that the main library should be a key element of the City's central core, close to the heart of activities requiring its research facilities and located for maximum pedestrian traffic as well.

Branch libraries should serve sub areas of about 25,000 persons. Community shopping center locations have proven desirable for these facilities. Since shopping center library branches are on leased rather than purchased sites, they are not shown on the Plan.

CIRCULATION

The development of a system for the efficient, safe and economical movement of goods and people is one of the goals of the General Plan. Such a system, coordinated with a regional network, will enable more people to participate in the economic, social and cultural activities of the Modesto Urban Area. This accomplishment will move us closer to another goal of the Plan -- the strengthening of the Modesto Urban Area as a regional center.

The Plan proposes a system of Freeways and major streets to serve as the mainstay of the transportation system. Proposals to integrate into this system a series of secondary collector routes and also to analyze the relationships of rail, air and public transit to the total circulation pattern will await future studies. Also, additional studies are necessary to establish precise Freeway routes.

The following principles should guide the development of the transportation system:

1. Transportation facilities should be designed to meet the demands of land use, and should contribute to the long-range stabilization of land use patterns.
2. Distinct types of streets and highways should be developed to provide for the various traffic movements in the Urban Area. These trafficways should form an inter-related system.

3. The circulation system should assure that pedestrian and vehicular traffic are separated to provide for the maximum mutual safety and convenience of each.

The major street proposals of the adopted General Plan, almost without exception, have been or are being followed and appear to be serving their intended function. Thus, the basic circulation pattern is rather well established. Changes in the major street system as proposed in this plan are listed below.

1. The West Side major street formerly shown along the Tuolumne River has been replaced by a widened Paradise Road alignment tying into Tuolumne Boulevard and a one-way couplet across the central grid. Additional study concerning the exact streets and their alignments around Modesto High School, the underpasses and the downtown one-way couplets is continuing.
2. An alternative for the Coffee-Brighton-Richland route south of the river is shown. This alternative would curve to the east to connect with North Central and the North Central interchange in Ceres. The General Plan also shows the use of Richland Avenue, however, as originally proposed and provides for an interchange with Highway 99 at Richland and the Freeway. This route needs to be coordinated with the Ceres General Plan.

The Freeways shown on the Amended Plan are the same as shown on the adopted Plan. Precise routes for 132 east, 108 north and 108 south have not been adopted. The Freeway locations shown on the General Plan map are general, not specific. Although all Freeways are designed and constructed by the California Division of Highways, the City should continue to work closely with the State in determining precise routes and design.

GENERAL PLAN ADOPTION

Portions of the text and the accompanying tables of this report constitute the December 1965 Amendments to the General Plan of the Modesto Urban Area.

Only those sections of this report listed as GENERAL PLAN GOALS, GENERAL PLAN PRINCIPLES, GENERAL PLAN STANDARDS, PROPOSED GENERAL PLAN NEIGHBORHOOD CHARACTERISTICS, and MODESTO URBAN AREA GENERAL PLAN MAP are the adopted portions of this report.

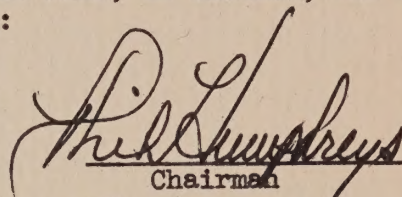
The GENERAL PLAN DESCRIPTION section of this report is not adopted as part of the 1965 Amended General Plan; however, it is included herein to describe and analyze in detail those portions of the 1965 Amended General Plan which are adopted.

The goals, principles and standards of this report specifically apply to the Modesto Urban Area and are in addition to the goals, principles and standards adopted in 1959 as part of the original Modesto-Ceres-Empire Area General Plan.

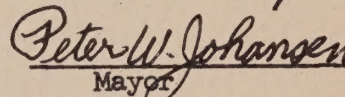
Proposed land use, public facility and circulation locations depicted on the General Plan Map indicate a need in the general vicinity shown and are not intended to be precise locations.

The Modesto Urban Area General Plan, as amended, was adopted by the following governmental bodies:

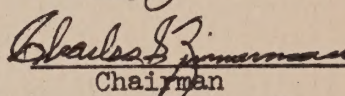
Modesto City Planning Commission

	<u>12-21-65</u>	<u>65-160</u>
Chairman	Date	Res.No.

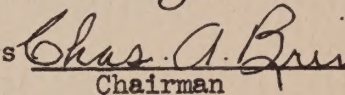
Modesto City Council

	<u>12-27-65</u>	<u>65-695</u>
Mayor	Date	Res.No.

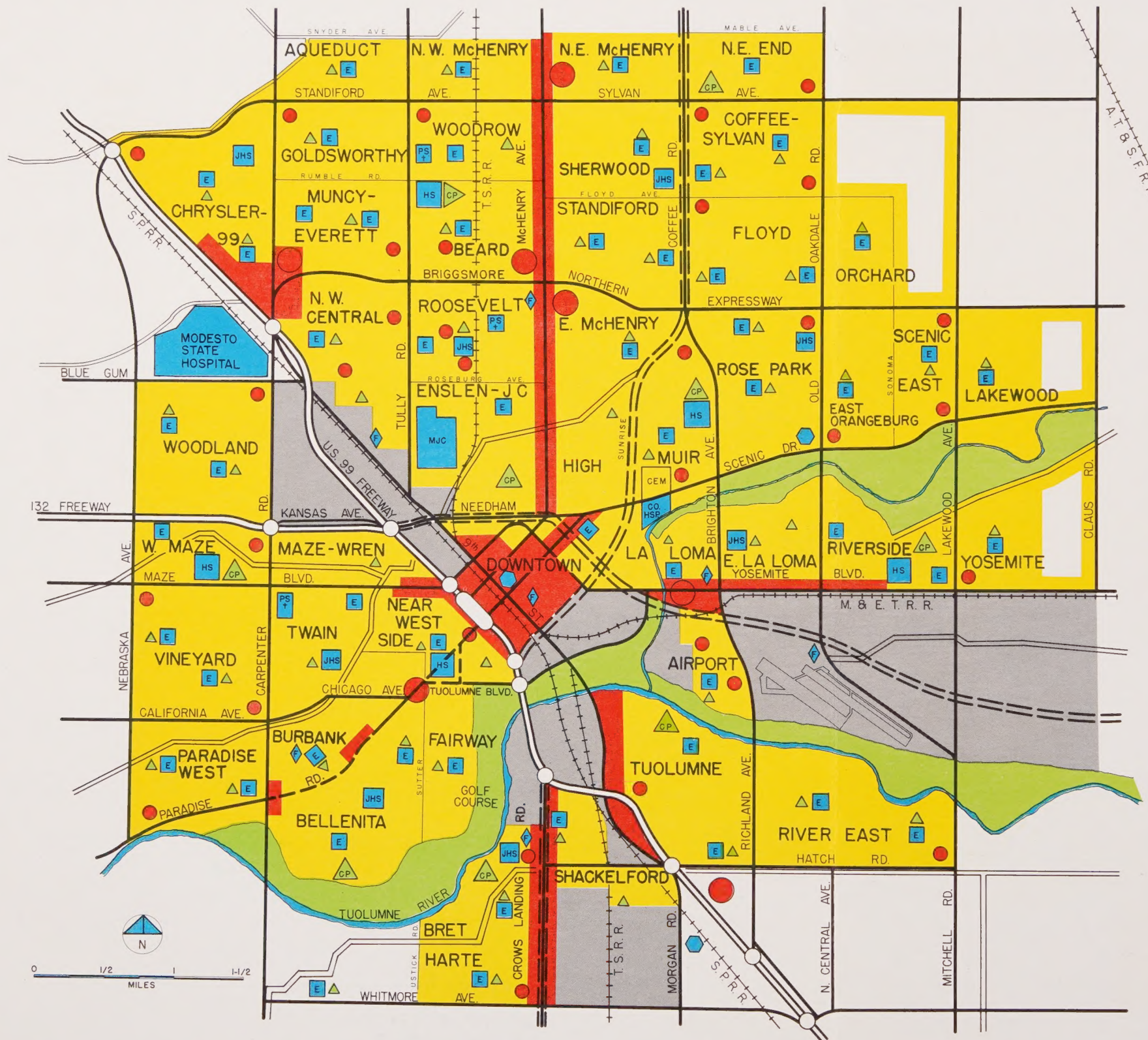
Stanislaus County Planning Commission

	<u>12-2-65</u>	<u>655</u>
Chairman	Date	Res.No.

Stanislaus County Board of Supervisors

	<u>11-66</u>	<u>66-56</u>
Chairman	Date	Res.No.

MODESTO URBAN AREA GENERAL PLAN



LAND USE

RESIDENTIAL	
RESIDENTIAL RESERVE	
COMMERCIAL	
GENERAL COMMERCIAL	
COMMUNITY CENTER	
NEIGHBORHOOD CENTER	
INDUSTRIAL	
MAJOR OPEN SPACES	

PUBLIC AREAS

SCHOOLS	
ELEMENTARY	
JUNIOR	
HIGH	
PARKS	
COMMUNITY	
NEIGHBORHOOD	
GOVERNMENT OFFICES	
FIRE STATION	

CIRCULATION

FREEWAYS	
EXISTING	
FURTHER STUDY	
MAJOR STREET	
FURTHER STUDY	
RAILROAD	
CANAL	

Proposed General Plan Neighborhood Characteristics

IN FUTURE											IN 1965		
Neighborhood	Area in Acres	Pers./net Res. Acre	D.U.'s/net Res. Acre	Popu-lation	Dwelling Units	Resi- dential	Com- mercial	Public Facility	Parks	Schools	Streets & Alleys	Popu-lation	Dwelling Units
Aqueduct	280	20.8	5.3	3,804	970	183	4	13	4	10	66	71	19
Northwest McHenry	320	21.8	5.5	4,314	1,100	198	21	13	4	10	74	37	10
Chrysler - 99	650	15.8	4.0	6,200	1,581	392	74	20	8	41	115	1,685	453
Goldsworthy	340	17.0	4.3	4,106	1,047	241	4	7	4	10	74	231	62
Woodrow	330	19.9	5.1	4,537	1,157	228	28	7	4	10	53	617	166
Muncy-Everett	490	24.7	6.3	7,251	1,849	294	22	12	5	19	138	4,397	1,182
Beard	510	21.0	5.4	5,463	1,393	260	50	10	25	47	118	3,634	977
Northeast McHenry	320	19.9	5.1	4,220	1,076	212	24	4	4	10	66	74	20
Northeast End	320	20.2	5.1	4,137	1,055	205	5	4	20	10	76	59	16
Sherwood	480	18.3	4.7	5,349	1,364	293	36	18	7	30	96	2,225	598
Coffee-Sylvan	480	17.8	4.5	5,687	1,450	320	5	10	8	22	115	629	169
Standiford	430	19.9	5.1	5,275	1,345	265	29	8	10	20	98	3,072	826
Floyd	480	20.5	5.2	6,721	1,714	328	6	6	8	20	112	74	20
Orchard	240	19.4	5.5	3,192	858	156	3	10	4	10	57	35	10
Sub Total	5,670	19.6	5.0	70,095	17,959	3,575	311	142	115	269	1,258	16,840	4,528
Woodland	650	13.8	3.9	6,266	1,784	451	6	6	8	20	159	893	250
West Maze	300	14.0	3.4	2,103	611	150	3	12	20	50	65	314	100
Maze-Wren	280	11.8	3.4	2,107	617	179	3	17	4	0	77	1,017	294
Vineyard	620	14.2	4.0	6,066	1,722	428	6	7	8	20	151	146	44
Twain	320	15.1	4.4	2,623	760	174	4	33	7	32	70	550	185
Paradise-West	550	14.9	4.3	4,413	1,284	296	6	21	66	20	141	1,102	331
Burbank	258	16.9	5.7	2,534	850	150	21	9	4	7	67	2,229	738
Near Westside	422	23.4	9.2	4,895	1,925	209	34	9	15	22	133	3,924	1,539
Bellenita	670	17.8	5.2	5,161	1,504	290	14	5	207	40	114	2,537	725
Fairway	490	18.9	6.3	3,257	1,086	172	4	3	232	10	69	2,228	763
Sub Total	4,560	15.8	4.9	39,425	12,143	2,500	101	122	571	221	1,045	14,940	4,969
Northwest Central	550	19.5	5.9	7,489	2,260	383	30	5	12	10	110	5,960	1,815
Roosevelt	435	16.5	5.0	4,152	1,260	252	19	30	9	27	98	3,598	1,074
Enslen-J. C.	595	14.9	5.6	5,585	2,093	374	15	12	18	51	125	5,112	1,933
East McHenry	415	12.9	6.4	3,324	1,651	258	60	5	4	9	79	1,969	987
High	185	18.2	7.7	2,312	978	127	13	0	4	0	41	2,194	919
Muir	535	16.1	6.0	4,401	1,638	273	26	50	22	49	115	3,281	1,175
Rose Park	600	16.6	5.4	5,983	1,936	361	5	30	48	40	116	1,049	342
Lakewood	300	14.8	4.7	3,215	1,017	214	3	2	4	10	67	544	170
East Orangeburg	385	20.3	5.3	4,930	1,298	243	9	6	43	10	74	156	45
Scenic East	350	19.2	5.1	4,171	1,098	217	3	5	50	10	65	91	45
La Loma	350	13.4	4.7	2,923	1,016	218	25	3	25	5	74	2,558	897
East La Loma	350	18.7	5.9	3,488	1,103	187	17	6	58	19	63	2,952	942
Riverside	580	18.9	5.9	4,625	1,445	245	17	18	124	59	117	1,205	445
Yosemite	304	15.8	5.0	2,735	865	173	3	7	74	10	63	39	11
Airport	410	19.3	6.9	4,660	1,669	241	61	7	18	6	77	3,851	1,392
Downtown	760	38.9	18.5	4,616	2,315	125	335	17	19	5	259	4,317	2,269
Sub Total	7,104	17.8	6.1	65,350	22,608	3,674	641	201	619	310	1,476	38,876	14,461
River East	724	15.8	5.0	8,131	2,556	514	15	15	8	20	152	863	279
Tuolumne	583	18.2	5.8	6,252	1,983	343	55	6	27	20	132	2,543	800
Bret Harte	605	19.4	5.7	7,231	2,127	373	75	10	7	30	110	3,010	900
Shackelford	465	18.5	6.1	4,088	1,337	220	85	6	28	27	99	3,702	1,227
Sub Total	2,377	17.7	5.5	25,702	8,003	1,450	230	37	70	97	493	10,118	3,206
Grand Total	19,711	17.9	5.4	203,787	61,742	11,416	1,283	504	1,294	907	4,339	80,774	27,164

General Plan Standards

COMMERCIAL AREAS

	Neighborhood Center	Community Center	General Commercial	Highway Commercial
Service Radius	$\frac{1}{2}$ Mile	Variable		
Ratio of Acres to Population	1 Ac. to 1000 pop.	$\frac{1}{2}$ Ac. to 1000 pop.		
Site Size	5-7 Acres	10-20 Acres		
Supporting Population	5000 to 7000 pop.	20,000 to 40,000 pop.		
Location Criteria	On major streets, preferably at intersections	At major street intersections	Downtown periphery	Compact sites easily accessible to highway

RESIDENTIAL AREAS

	Low Density	Medium Density	High Density
Dwelling Units per Acre	Less than 8 DU's per acre	8-14 DU's per acre	More than 14 DU's per acre
Location Criteria	Throughout community	Along collector streets; between single-family and multiple-family areas	Along major streets; between multiple-family and commercial areas; close to central area

SCHOOLS

	Elementary	Junior High	High
Service Radius	$\frac{1}{2}$ Mile	$1\frac{1}{2}$ Miles	2 Miles
Site Size	10 Acres	20 Acres	40 Acres
Location Criteria	On a collector street	On collector or major street	On major streets

PARKS

	Neighborhood	Community	Area
Service Radius	$\frac{1}{2}$ Mile	$1\frac{1}{2}$ Miles	4 Miles
Ratio of Acres to Population	2 Ac. per 1000 pop.	1 Ac. per 1000 pop.	1 Ac. per 1000 pop.
Site Size	4 Ac. when next to an elementary school; 10 ac. when independent.	20 Acres	Variable
Location Criteria	Preferably adjacent to elementary schools	Adjacent to high schools	

FIRE STATIONS

	High Value Commercial Areas	High Density Residential Areas	Low Density Residential Areas
Service Radius	1 Mile	$1\frac{1}{2}$ Miles	2 Miles

BRANCH LIBRARIES

Supporting Population	1 branch per 25,000 population
Location Criteria	Shopping center locations preferred. Sites not shown on plan.



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MODESTO CITY COUNCILDecember 1965

Mayor : Peter W. Johansen
Chair 1: Richard VanderWall
2: William B. Hughes
3: William R. Mitchell
4: G. Dale Smith
5: Jon B. Shastid
6: William R. Patton

June 1971

Lee H. Davies
Robert Elliott
James H. Dixon, Jr.
Clyde Dunlap, Jr.
G. Dale Smith
Phillip E. Newton
Raymond C. Simon

MODESTO CITY PLANNING COMMISSIONDecember 1965

Chairman: Phil Humphreys
Members: Dedrick G. Denison
Alan E. Freeborn
George Gagos, Jr.
Elwood G. Schroeder
Lee R. Tucker
Heidi L. Warner

June 1971

Frank Muratore
Merrill J. Alexander
John E. Griffin
Kenneth Marple
William M. Nicholson
John Sutton
David Ryan

